

# **Executive Summary Accountability Workbook May 2003**

## **Overview**

*No Child Left Behind* requires all states to establish an accountability plan which holds all schools and districts accountable for student performance. To obtain approval of this required accountability system, all states submitted an Accountability Workbook to the U.S. Department of Education for approval. Tennessee received official approval of its Accountability Workbook on May 29, 2003. This Workbook required states to address 10 principles of accountability and their corresponding critical elements. The attached chart lists the required principles and critical elements and briefly summarizes Tennessee's responses to each requirement.

Tennessee went through a rigorous on-site peer review process to obtain final approval of its Accountability Workbook. Through this process as well as technical assistance by the peer review team members and the staff at the U.S. Department of Education, Tennessee has established an accountability plan for all schools and districts which meets the federal requirements under *No Child Left Behind* and the state requirements in the *Education Improvement Act*. This Accountability Workbook provides the accountability framework for all Tennessee public schools and districts which builds on the strengths of its existing state accountability system to meet the new challenges in *No Child Left Behind*.

## **Major Changes to Tennessee's Existing Accountability System**

***Tennessee has transitioned from an accountability system based primarily on norm-referenced tests to an accountability system based primarily on standards-based (or criterion-referenced) assessments.***

Tennessee will implement annual testing in grades 3-8 in reading, language arts, math, social studies, and science that has both norm-referenced and criterion-referenced components. The results from the standards-based assessments will be used by the State to determine the progress schools and districts are making in meeting statewide annual measurable objectives in reading/language arts, math. These will be required components in the determination of adequate yearly progress (AYP). Results from both the norm-referenced and criterion-referenced tests will be reported on the State's report card.

Tennessee has an eleven year history of tracking the annual academic progress of all students utilizing a value-added process. Value-added data will be used for four purposes: 1) to help schools and districts improve their educational programs for all students; 2) to reward schools and districts that meet adequate yearly progress and demonstrate high value-added effects; 3) to determine the level and kind of technical assistance provided to schools and districts that are identified in school improvement status; and 4) to determine the number, the kind, and the level of interventions selected by the State to improve schools or districts identified in school improvement status as required under *No Child Left Behind* (NCLB) and the *Education Improvement Act*.

***Schools and districts must meet annual measurable objectives in three different cells: reading/language arts, math, and an additional indicator (graduation rate for high school and attendance rate for elementary/middle school). These annual measurable objectives will be the same for all schools and all districts and will be referred to as components of Adequate Yearly Progress (AYP).***

There will be two grade spans in the accountability system: elementary/middle schools (K-8) and high schools (9-12). All elementary/middle schools and high schools must meet these three cells to meet AYP:

- Math (95% participation rate on the assessment for all students and each subgroup and meet the annual measurable objective for math)
- Reading/Language Arts (95% participation rate on the assessment for all students and each subgroup and meet the annual measurable objective for reading/language arts)
- Additional Indicator (attendance rate for elementary/middle school and graduation rate for high school).

Tennessee will allow schools or districts to demonstrate that they have made AYP by using a three-year average, the most current two year average, or the most current year.

***Tennessee will hold schools and districts accountable for subgroup population attainment of the annual measurable objectives. Tennessee has established an “N” count of 45 (the minimum number of students in a subgroup for accountability purposes).***

Schools and districts must meet the annual measurable objectives in reading/language arts and math not only for all students, but for each of the required subgroup populations (race/ethnicity, economically disadvantaged, students with disabilities, and limited English proficient students) that meet the minimum number of 45 students required by Tennessee’s accountability system.

If the school or district fails any one of the annual measurable objectives for all students or for any one of the subgroups in either reading/language arts or math, it fails adequate yearly progress unless it can successfully utilize the “safe harbor” provisions of NCLB. NCLB allows schools or districts to make AYP under “safe harbor” if 1) the percentage of students in that subgroup who did not meet or exceed the proficient level for that year decreased 10 percent from the previous year, and 2) that subgroup made the annual measurable objective for the other content indicator and the additional indicator.

***Tennessee schools or districts will only be identified initially as in school improvement or progress to the next sanction stage if they fail the same cell for two or more consecutive years.***

A school or district must fail the same cell, for example math, for two consecutive years to be initially identified in school improvement. To progress to the next sanction level in the accountability system, a school or district must fail that same cell again.

***Tennessee will implement an accountability system which will have both rewards and sanctions.***

The State will implement a reward system which will recognize two groups of schools: those that have exceeded their AYP for two or more years and those that significantly close the

achievement gap between their subgroup student populations. Both groups of schools must also demonstrate strong value-added scores. These schools will be recognized on the State's report card. The State will utilize the same recognition process for LEAs that significantly close the achievement gap and/or exceed their AYP for two or more consecutive years.

***Tennessee will establish a standardized and efficient appeals process for schools and districts that can provide evidence that the initial determination of failing adequate yearly progress was in error for “statistical or other substantive reasons.”***

Tennessee will provide a standardized appeals process for schools and districts that recognizes that schools and districts may be able to demonstrate evidence of making progress through “statistical or other substantive reasons.”

***Tennessee will hold all schools accountable, including K-2 schools, alternative schools, new schools, and special schools.***

Tennessee's accountability plan requires that all public schools be held accountable for meeting Adequate Yearly Progress. The State's plan specifically addresses schools with unique characteristics or populations.

***Tennessee has established two grade span levels for accountability purposes.***

Tennessee has established two grade spans for accountability purposes: elementary/middle and high school. Schools or districts that cross grade spans will be held accountable at both levels. However, sanctions will only be targeted at the level that is identified as not meeting AYP.

***Tennessee has defined what constitutes a full academic year for accountability purposes.***

Only students who are enrolled continuously in a school, district, or the state for a full academic year will be included in the accountability decisions. Tennessee proposes to define a full academic year as being enrolled continuously at least one day of the first 20 day reporting period up until the time of the test administration.

## Summary of Adequate Yearly Progress

Through the enactment of T.C.A.-49-1-602, Tennessee established a single, unitary accountability system for all public schools. To meet requirements in its timeline waiver with the U.S. Department of Education, Tennessee will implement its standards-based assessments for mathematics, reading, and language arts for grades 3, 5, and 8 Spring 2003. The State will establish its starting points based on Spring 2003 data and set intermediate goals and annual measurable objectives to ensure that all Tennessee students are proficient in reading, language arts, and mathematics by 2013-2014. With the approval of the final accountability workbook by the State Board of Education at its May 2, 2003 meeting and revisions approved in its August 2003 meeting, the document becomes official state policy on the accountability provisions which support the 10 principles and corresponding critical elements required by the U.S. Department of Education.

### *Summary of Adequate Yearly Progress Chart*

<b><i>Principle 1: A single statewide Accountability System applied to all public schools and LEAs.</i></b>	
<b>Critical Element</b>	<b>Tennessee's Proposal</b>
1.1 Includes all schools and districts in the state.	An AYP determination will be made annually for the State, all school districts, all schools, and all required student subgroups. As K-2 schools do not participate in the State's assessment program, AYP for those schools will be determined by the results of the AYP determinations for their receiving schools.
1.2 Uses the same criteria in determining AYP for schools and LEAs.	<p>The objectives and criteria will be the same for the State, all school districts, all schools and all required student subgroups. The State will establish two levels: elementary-middle and high school. Schools that contain grades crossing both levels will be held accountable for meeting the annual measurable objectives for both levels; however, sanctions and rewards will only be implemented for the level affected.</p> <p>Schools with special circumstances will be incorporated in the accountability system in the following manner:  <i>K-2 Schools</i> – The State will base their status on their receiving schools' AYP determination;  <i>Alternative Schools</i> - Students in alternative schools will have their performance data assigned to the alternative schools they are attending;  <i>Local Special Schools</i> – Students in special schools at the local level will have their performance data assigned to the schools they are attending;  <i>Special Classrooms within Schools</i> – Students in special classrooms within schools designed to meet special needs and serve students from other schools, such as specialized special education classes, will have their performance data assigned to the schools they are</p>

	<p>attending;</p> <p><i>State Special Schools</i> – Students in special schools at the state level, such as Tennessee School for the Blind, will have their performance data assigned to the state;</p> <p><i>Small Schools</i> – Schools with fewer than an N of 45 for all students for the most current year, which account for only about 3% of the schools in the state, will be defined as a small school and a 95% confidence band will be utilized to determine AYP for that year based on the “N” count that the school has. In addition, the State will study over the next year whether the confidence interval, some form of averaging the “Ns” over several years, or some other approach might result in a more reliable and valid determination of the performance of our small schools; and,</p> <p><i>New Schools</i> – Students in newly opened schools, including newly opened charter schools, will have their performance data assigned to the new school they are attending. The first year a new school is open, the State will only report the results of the assessments. The second year the State will make its initial adequate yearly progress (AYP) determination for the new school. The third year the new school is open will be the first year that the new school could potentially be identified for school improvement.</p>
1.3 Incorporates academic achievement levels	<p>Tennessee’s accountability system incorporates three academic achievement levels as follows:</p> <p>Basic = Below proficient  Proficient = Proficient  Advanced = Advanced.</p> <p>Tennessee has set its standards for these three achievement levels for high school English language arts, mathematics, and science. The time frame for setting standards for the remaining assessments is as follows:</p> <p>Reading, Language Arts, and Mathematics (grades 3, 5, &amp; 8) – Summer 2003; and,  Reading, Language Arts, Mathematics, Science, and Social Studies (grades 3-8) – Summer 2004.</p>
1.4 Provides information in a timely manner	<p>Tennessee Comprehensive Assessment Program (TCAP) administrations currently occur in February, April, and May of each year. TCAP summary results and initial AYP determinations will be accomplished by August. This will allow time for notification to parents of school choice and supplemental service options in a timely fashion.</p>
1.5 Includes Report Cards	<p>The State has produced a web-based report card for the state, district, and schools for several years. The State is reviewing its current report card format to ensure that all of the required data elements are included and that information</p>

	is presented in a manner that is consistent with the regulations.
1.6 Includes Rewards and Sanctions	<p>As a result of its unified single accountability system, the State proposes to recognize two groups of schools: those that have exceeded their AYP for two or more years and those that significantly close the achievement gap between their subgroup student populations. Both groups of schools must also demonstrate strong value-added scores. These schools will be recognized on the State's report card. The State will utilize the same recognition process for LEAs that significantly close the achievement gap and/or exceed their AYP for two or more consecutive years.</p> <p>From the two groups of recognized schools, two Title I schools will be recognized to represent Tennessee nationally for having made the greatest gains in closing the achievement gap and/or exceeding their AYP for two or more consecutive years. These schools will be recognized at State Title I conferences and representatives from the schools will be sent to the National Title I conference to represent the State. Representatives from these schools will be utilized as part of the State's School Support System.</p> <p>All schools, Title I and non-Title I, and LEAs will be held to the same accountability system.</p>
<b><i>Principle 2: All students are included in the State Accountability System.</i></b>	
2.3 Includes all students in the State's accountability system	All students are included in the State's accountability system.
2.2 Defines a Full Academic Year	A full academic year will be defined as continuous enrollment in a school, district, or the state from at least one day of the first reporting period (consisting of the first 20 days of the school year and reported October 31) until test administration.
2.3 Includes mobile students.	The TCAP answer sheet will identify students who have been in the school, district, or state less than a full academic year. When the State analyzes test results for the purposes of accountability, only students who were in the school, district, or state will be included in the appropriate category(s).
<b><i>Principle 3: State Definition of AYP is based on expectations for growth in student achievement that is continuous and substantial, such that all students are proficient in reading/language arts and mathematics no later than 2013-2014.</i></b>	
3.1 Establishes 100% proficiency by 2013-14, measurable objectives and goals	Intermediate goals and annual measurable objectives will be established in Summer 2003 such that they yield 100% proficiency for the State, LEAs, schools, and all required subgroups by 2013-14. Using the starting points for each content area and grade span, the amount of annual growth necessary to reach 100% within the 11 year period will be calculated. Separate starting points, intermediate goals, and annual measurable objectives for math and reading/language arts will be established for two levels: elementary-middle and high school levels.

	<p>All schools, Title I and non-Title I, and LEAs which fail to meet annual measurable objectives in the same content area, math or reading/language arts, for two consecutive years will be identified as in improvement status.</p> <p>To meet adequate yearly progress for either math or reading/language arts, a school or district must meet these two requirements:</p> <ol style="list-style-type: none"> <li>1. 95% participation rate for that content area on the state assessment for all students and for each required subgroup; and,</li> <li>2. the annual measurable objective for that content area for all students and for each required subgroup.</li> </ol>
<p>3.2 Determines AYP for schools and LEAs</p>	<p>In order for schools and LEAs to make AYP, each must:</p> <ol style="list-style-type: none"> <li>1. Achieve an annual 95% participation rate in the required TCAP accountability tests as a whole and for each student subgroup.</li> <li>2. Reach annual measurable objectives in reading/language arts for all students and for each student subgroup. Reading/language arts objectives will be determined at the high school level by combining the results from students' Gateway English exam and the writing assessment (using three-year averages when available). At the elementary-middle school level, the objective will be determined by combining students' results on TCAP reading and language arts tests with the writing assessment (using three-year averages).</li> <li>3. Reach annual measurable objectives in math for all students and for each student subgroup.</li> <li>4. Reach annual measurable objectives in the additional indicator for all students.</li> </ol> <p>When a school or LEA fails AYP in reading/language arts and math as determined above, a school or LEA will make AYP if the group not making AYP reduces the number of non-proficient students by 10% from the previous year's number and reaches performance objectives for at least one of the other indicators as identified below:</p> <ul style="list-style-type: none"> <li>• High School – annual graduation rate; and,</li> <li>• Elementary and middle –attendance rate.</li> </ul> <p>AYP determination for schools that cross both levels, elementary-middle and high school, will be at both levels. Sanctions and rewards will be applied only to the level(s) affected.</p> <p>Tennessee will only identify those schools and districts</p>

	which fail two consecutive years in the same content area or cell (i.e. math, reading/language arts, or additional indicator) as in school improvement or progress schools and districts to the next sanction category.
3.2a Establishes AYP Starting Points	<p>AYP starting points will be determined in Fall 2003 by the higher of the two calculations described below:</p> <ol style="list-style-type: none"> <li>1. Average TCAP proficiency percentages will be calculated for each school at each grade span in reading/language arts and math separately. Schools will be sorted by the required grade span and ranked from highest to lowest based on performance. Beginning with the lowest performing school and moving up, enrollments will be aggregated until 20 percent of the State's enrollment for that grade span level is captured. The score of the school at the 20<sup>th</sup> percentile of enrollment is the score that will be used for the starting point; or,</li> <li>2. The statewide percentage of the lowest performing subgroup.</li> </ol>
3.2b Establishes State's annual measurable objectives	Annual measurable objectives and goals will be the same for the State, every LEA, every school, and all required subgroups of students. Intermediate goals and annual measurable objectives will be determined in Fall 2003.
3.2c Establishes State's intermediate AYP goals	Intermediate AYP goals will be determined in Fall 2003. As required by NCLB, the first incremental increase will occur during the 2004-05 school year. Subsequent increases will occur in not more than 3 years after that point.
<b><i>Principle 4: State makes annual decisions about the achievement of all public schools and LEAs.</i></b>	
4.1 Determines AYP annually	As required by both state and federal legislative requirements, AYP determinations will be made annually for each public school and school district in the State. To incorporate the requirements in the State's timeline waiver, the State will use the existing transitional accountability model for schools that are currently in some category of identification to determine their status based on Spring 2003 data. These schools will be notified of their new status by the first day of school. The State will determine starting points, intermediate goals, and annual measurable objectives as required by NCLB for each level and each required content area in Fall 2003 and apply this formula to all schools. All schools will be notified of their status using the AYP model in Fall 2003.
<b><i>Principle 5: All public schools and LEAs are held accountable for the achievement of individual subgroups.</i></b>	
5.1 Includes required student subgroups	<p>The TCAP administration already collects the required subgroup data. The State will design processes to capture all the required subgroup data for attendance rates and the graduation rate. The subgroups will be defined as follows:</p> <ul style="list-style-type: none"> <li>• Race/ethnicity – White, Hispanic, Black, Native American, Asian/Pacific Islander</li> <li>• Economically disadvantaged – Students on free or reduced lunch</li> </ul>



	<ul style="list-style-type: none"> <li>• Students with disabilities – students with IEPs</li> <li>• Limited English Proficient – Students who are non-English language background and have not yet been classified as fluent English proficient according to the State’s definition as approved by the Office for Civil Rights.</li> </ul>
5.2 Provides accountability for progress of student subgroups	<p>State – All students aggregated across the state and all of the required subgroups must meet the annual performance objectives in reading/language arts and math at the two levels, elementary-middle and high school, to make AYP.</p> <p>LEA – Each LEA as a whole and all of its required subgroups must reach annual performance objectives in reading/language arts and math in order for the LEA to make AYP.</p> <p>School – Each school as a whole and all of its required subgroups must reach annual performance objectives in reading and math in order for the school to make AYP. Schools that cross both levels will be assessed for AYP status based on both levels.</p>
5.3 Includes students with disabilities	<p>All students with disabilities participate in the TCAP with appropriate accommodations or the TCAP –Alternate.</p> <p>All TCAP and TCAP-Alt. results for students with disabilities are included as part of the AYP equation.</p> <p>The TCAP-Alt. will be reported in the three levels used by the State: Below proficient; Proficient; and, Advanced.</p> <p>There will be two versions of the TCAP-Alternative that will be tied to alternative standards that are aligned with the State’s regular content standards. They are:</p> <ul style="list-style-type: none"> <li>• TCAP-Portfolio- for those students the most severely cognitively disabled in the State; and,</li> <li>• TCAP-Alternate Standards Assessment for those students who are severely cognitively disabled but still not able to participate meaningfully in the State’s regular assessment.</li> </ul> <p>Both groups of students taking the TCAP-Alternative will not exceed 1% of a district’s or the State’s total students assessed.</p>
5.4 Includes Limited English Proficient Students	<p>All LEP students will participate in the TCAP with appropriate accommodations. The State is participating in a consortium of four states under the auspices of AccountabilityWorks and Educational Testing Service to develop an alternative assessment for LEP students which will meet the requirements of Title III and</p>

	Reading/Language Arts and Math for Title I. This alternative assessment will be aligned with the State's English Language Development Standards and the State's English Language Arts and Math Standards and be available for school year 2004-2005.
5.5 Requires a minimum number of students in a subgroup for reporting and accountability	<p>The minimum number of students in a group required for TCAP reporting is an annual N of 10.</p> <p>For the purpose of accountability, the minimum number of students in all subgroups is an annual N of 45. If a school or LEA meets or exceeds the minimum number of students in a required subgroup, then that school or LEA must meet annual performance objectives set by the State.</p>
5.6 Addresses privacy requirements	Results are not reported for schools or LEAs with an "n" of 10 or fewer. The AYP definition or the reporting requirement does not reveal personally identifiable information.
<b><i>Principle 6: State definition of AYP is based primarily on the State's academic achievement.</i></b>	
6.1 Provides for AYP based primarily on academic assessments	<p>The State's definition of AYP includes primarily academic indicators:</p> <ol style="list-style-type: none"> <li>1. For grades 3-8: <ul style="list-style-type: none"> <li>• Reading/language arts and math results; and,</li> <li>• Attendance rate.</li> </ul> </li> <li>2. For high school; <ul style="list-style-type: none"> <li>• Gateway English/writing assessment results and Gateway math; and,</li> <li>• Graduation rate as the additional indicator.</li> </ul> </li> </ol>
<b><i>Principle 7: State definition of AYP includes graduation rates for public high schools and an additional indicator selected by the State for public middle and public elementary schools.</i></b>	
7.1 Includes definition of graduation rate	The State will calculate graduation rates in a uniform manner for all schools and school districts. The graduation rate will not include students who obtain a GED, a special education diploma, or certificate of attendance. The graduation rate will be a cumulative or longitudinal rate that will consider the number of students who actually graduate as a percent of those who were in membership and could have graduated over a 4-year period from grade 9 through 12 including summer term attendance.
7.2 Includes other indicator for elementary and middle schools	<p>The only indicator at the elementary and middle school levels will be attendance rate.</p> <p>When employing the "safe harbor" provision, the performance of individual subgroups of students will have to meet or exceed the state performance objective set for the indicator.</p>
7.3 Establishes validity and reliability of other indicators	Tennessee has included in its RFP for the new assessment system, which will include Science, rigorous requirements that the assessment meets industry standards in terms of validity and reliability.
<b><i>Principle 8: AYP is based on reading/language arts and mathematics achievement objectives.</i></b>	
8.1 Includes separate determination made	A separate determination will be made annually in

in math and language arts	reading/language arts and math. An LEA or school must meet the 95% participation rate requirement and reach performance objectives in both content areas in order to make AYP.
<b><i>Principle 9: State Accountability System is statistically valid and reliable.</i></b>	
9.1 Includes AYP determinations and the State's standard for acceptable reliability	The reliability of the assessments utilized to determine AYP is acceptable within industry standards. Specific contractual language requires TCAP assessment vendors to provide measures of reliability standard errors of measurement. This information is reported to the public. Tennessee uses three years of data to determine AYP to improve the reliability of the inferences.
9.2 Ensuring valid AYP decisions	<p>Tennessee will develop an appeal process which will comply with the requirements of NCLB with regard to submission of evidence and timelines. Schools will be able to appeal AYP determinations to their LEAs by submitting evidence that will show that the determination is in error for "statistical or other substantive reasons." If the LEA concurs, the LEA will appeal the determination to the State.</p> <p>The State will make the final determination within the 30 day timeline prescribed by the NCLB legislation. LEAs may also appeal AYP decisions regarding their status to the State and a final determination will be made within the 30 day timeline prescribed by NCLB.</p>
9.3 Providing for anticipated changes in assessments	Tennessee has a Request for Proposal for a standards-based assessment system in grades 3-8 in reading/language arts, math, science, and social studies. The State will establish starting points for reading/language arts and math in grades 3, 5, and 8 in Summer 2003. Additional assessments for grades 4, 6, and 7 will be added in Spring 2004. The starting point for science will be established in Summer 2004 also.
<b><i>Principle 10: In order for a public school or LEA to make AYP, the State ensures that it assessed at least 95% of the students enrolled in each subgroup.</i></b>	
10.1 Determining participation rates	Tennessee will determine participation rates for the first time in Spring 2003. Only schools and LEAs that meet the 95% participation rate for all students and each subgroup will meet AYP requirements.
10.2 Ensuring the 95% test requirement	The State will base its 95% calculation upon the student membership documentation provided by each LEA and school during testing. These data will be randomly audited for accuracy by the Division of Internal Audit. Schools and LEAs in which fewer than 95% of any subgroup fails to participate in the state assessment will fail AYP, unless the size of the subgroup does not meet the minimum number set for participation rate purposes (45).